United Nations E/ICEF/1998/P/L.15/Add.1

Economic and Social Council

Distr.: General
8 June 1998

Original: English

United Nations Children's Fund
Executive Board
Second regular session 1998
8-11 September 1998
Item 7 of the provisional agenda*

For action

Country programme recommendation

Ecuador**

Addendum

Summary

The present addendum to the country note submitted to the Executive Board at its first regular session in January 1998 contains the final country programme recommendation for Board approval.

It contains a recommendation for funding the country programme of Ecuador which has an annual planning level of $1,000,000 or less. The Executive Director *recommends* that the Executive Board approve the amount of $3,799,000 from general resources, subject to the availability of funds, and $14,500,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the period 1999 to 2003.

---

* E/ICEF/1998/12.

** The original country note provided only indicative figures for estimated programme cooperation. The figures provided in the present addendum are final and take into account unspent balances of programme cooperation at the end of 1997. They will be contained in the "Summary of 1998 recommenations for general resources and supplementary funding programmes" (E/ICEF/1998/P/L.21).

Basic data
(1996 unless otherwise stated)

Child population (millions, under 18 years)	4.97
U5MR (per 1,000 live births)	40
IMR (per 1,000 live births)	31
Underweight (%, moderate and severe, 1987)	17
Maternal mortality rate (per 100,000 live births, 1990)	150
Literacy (%, male/female, 1995)	92/88
Primary school enrolment (%, net male/female, 1994)	91/92
Primary school children reaching grade 5 (%, 1994)	77
Access to safe water (%, 1994)	68
Routine EPI vaccines financed by Government (%)	100
GNP per capita (1995)	$1,390
One-year-olds fully immunized against (1996):	
tuberculosis	100 per cent
diphtheria/pertussis/tetanus	88 per cent
measles	79 per cent
poliomyelitis	89 per cent
Pregnant women immunized against tetanus	25 per cent

The situation of children and women

1. As stated in the country note on Ecuador (E/ICEF/1998/P/L.15), social exclusion and inequities are the major problems affecting two thirds of the country's 12.5 million inhabitants, most of them children, adolescents and women. Indigenous people (35 per cent) and Afro-Ecuadoreans (6 per cent) suffer additional severe discrimination. Unemployment and informal employment have increased substantially over the past five years and are the basis of the progressive impoverishment of the population. Until recently, the lack of social public policies was a critical factor that worsened the situation of children, adolescents and women. There are few measures for protecting them because laws have not been adapted to the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women. Public institutions are weak in the area of social management and investment in the social sector is low and badly utilized. Although this situation has been improving, the impact of new public policies remains to be demonstrated.

Programme cooperation, 1994-1998

2. Since 1988, UNICEF cooperation with the Government has promoted social policies that give priority to children, adolescents and women. The current programme of cooperation is oriented towards achieving the goals of the World Summit for Children and awakening social conscience with regard to children's rights. Its main achievements are: (a) the adoption of a social consensus to support long-term public education policies, with broad social participation; (b) the validation of an integrated basic services delivery model; (c) intersectoral and inter-institutional coordination mechanisms established at the local level with resources mobilized from other financial agencies; (d) the adoption of public social policies by municipalities in urban areas and strengthening the partnership with the National Association of Municipalities (*Asociación de*

Municipalidades del Ecuador (AME)); (e) innovative proposals for improving the quality of basic education adopted as national strategies by education authorities at the highest level; and (f) primary health care services delivered with community participation in poor urban areas.

3. Indigenous and Afro-Ecuadorean community organizations have started to demand and manage the basic services they need rather than being passive beneficiaries of programmes. Municipalities have begun to adopt a new role as coordinators of other local institutions for applying social policies in favour of children based on the two Conventions and on community participation. The experiences of the subregional Andean programme (*Programa de la region Andina* (PROANDES)) and the urban programme have been used to develop successful rural models for basic service delivery based on community organization. Health, education and water and sanitation services have greater impact on the reduction of poverty when they are delivered as part of an integrated approach that includes communication and mobilization processes. Technical recommendations that are based on demonstrative experiences and have been jointly designed and tested are often accepted by government authorities as a basis for decisions on national policies and strategies.

4. The UNICEF Management Excellence Programme and the conclusions of the mid-term review established the managerial and programmatic bases for the new strategy, focusing on intersectoral action and team management. In addition, there is increased will for greater inter-agency coordination among United Nations agencies.

Recommended programme cooperation, 1999-2003

Estimated annual expenditure
(In thousands of United States dollars)

	1999	*2000*	*2001*	*2002*	*2003*	*Total*
General resources						
Local systems for child protection	180	150	100	100	95	625
Public policies and rights	220	230	259	249	220	1 178
Enhancing participation for children's and women's rights	176	165	150	135	133	758
Cross-sectoral costs	200	216	243	272	307	1 238
Subtotal	776	761	752	755	755	3 799
Supplementary funding						
Local systems for child protection	1 800	2 500	3 200	2 490	2 010	12 000
Public policies and rights	305	350	430	220	195	1 500
Enhancing participation for children's and women's rights	191	224	232	191	162	1 000
Subtotal	2 296	3 074	3 862	2 901	2 367	14 500
Total	3 072	3 835	4 614	3 656	3 117	18 294

Preparation process

5. The 1999-2003 programme of cooperation between the Government of Ecuador and UNICEF has been prepared with the broad participation of authorities and technicians from government institutions, especially from the National Council for Development (*Consejo Nacional de Desarrollo* (CONADE)). External cooperation agencies, non-governmental organizations (NGOs) and community organizations also participated at every stage of the programme preparation process, which included consultation sessions, individual interviews, workshops and meetings. A special analytical session was attended by representatives of all United Nations agencies present in Ecuador. The preparation process took into account the recommendations of the mid-term review, the development objectives proposed by the Government's Social Charter, adopted in 1997, and the situation analysis.

Programme objectives and strategies

6. The Social Charter aims to reduce poverty through national social policies and programmes for health, basic sanitation, education, integrated care for children, employment generation, housing and urban and rural development. It proposes to increase the number of people with access to water and basic sanitation services and the number of children who complete fourth grade. The objectives of UNICEF cooperation in support of the Social Charter are to: (a) ensure broad consensus in public policy formulation based on the two Conventions to address the gaps still remaining for achieving the goals of the World Summit for Children; (b) strengthen communities so that they can also support and apply national policies at municipal level; (c) establish, in selected municipalities, pilot systems for the integrated protection of all children that combine actions in health, education and the environment, focusing on the most needy; (d) increase and redirect resources to overcome ethnic, gender and geographical inequities, thus fulfilling the commitments of the national programme of action; and (e) promote social and community participation and citizenship education, within the framework of democratic coexistence.

7. The proposed strategies have evolved from prior programmes. Social policies and the delivery of basic social services will continue to be based on the Summit goals, enhanced by the country's commitment to the two Conventions. While providing direct support to communities that are most in need, the cooperation will facilitate and support the creation of an institutional context nationally as well as in the municipalities, so that national and local resources can be applied to meeting the Summit goals by the promotion of and investment in universal access to quality basic services. This will be accompanied by increased demand from communities, empowered through communication and education processes. The focus on policies enhances the capacity to meet and sustain the goals.

8. The country programme is closely linked to the ongoing PROANDES and Amazon subregional programmes, which will receive continued support and are considered as the starting point for new and extended activities in some of the poorest municipalities of the Coastal, Andean and Amazon regions of the country. Guided by the two Conventions, the new programme will improve and expand on successful experiences to date.

9. Local actions to mitigate poverty supported by the present programme will be transformed progressively into a network of basic services as a part of the system for integrated child protection. Within a clear legal and regulatory framework and the development of institutional networks, service delivery will be based on community participation and resources guaranteed under the Government's decentralization policy. The country programme, therefore, will use a substantial part of its resources to promote expansion of services and areas covered and to ensure sustainability of those services through awareness creation, advocacy and capacity-building among those directly responsible, including the Ministries of Education, Health and Social Welfare. Information and communication will focus on education for citizenship to empower people to exercise their rights and responsibilities. The country programme will function at both national and local levels through the Government, NGOs, community organizations and other partners. Three intersectoral programmes are proposed in order to achieve the programme objectives.

10. The implementation of the programme will be phased in accordance with the availability of funds. The projection of the timing and quantity of funds that will be received is based on past experience, current local opportunities and donor priorities. This is supported by a fund-raising plan which takes all these factors into account. If supplementary funds are not received in the amounts requested, the number of municipalities selected under the local systems for child protection programme (see below) will be decreased, based on their potential. The overall objective of the programme will not be affected, although the timing of implementation will. In addition, UNICEF will not only count on its own resources but will work to mobilize additional resources for the programme.

Local systems for integrated child protection

11. This programme is the core of the entire country programme strategy. It seeks to ensure that the rights of Ecuadorean children and adolescents will be enforced and their needs met in a balanced fashion, without any discrimination or inequity, by the application of public social policies converted into action through a system for integrated child protection. The programme will establish local systems for solving children's and adolescents' problems in 15 selected municipalities to demonstrate its feasibility, provide municipal support for the formulation of national policies and provide a basis for advocating the progressive extension of the systems to all municipalities in the country.

12. The programme will cover approximately 800,000 women and children. The project areas in Sierra, Coast and Amazonia have been selected according to the poverty map issued by the Technical Secretariat of the Social Front (*Secretaría Técnica del Frente Social*). Due to the success of the integrated model for basic social services tested within the PROANDES and Amazon subregional programmes, this model will be expanded within the selected regions, increasing the project areas beyond the 10 rural municipalities currently covered by PROANDES and the Amazon programmes, to a total of 25 of country's 251 municipalities. Four criteria were adopted for selecting new municipalities: (a) indigenous and Afro-Ecuadorean areas where exclusion is severe and inequities are more critical; (b) the poverty index; (c) the continuity of current cooperation actions; and (d) potential positive opportunities in the municipal structure and in governmental or non-governmental institutions.

13. Based on lessons learned from the previous programme, it is expected that the expansion of local systems will be achieved by: (a) resources obtained directly by municipalities and local institutions and organizations, with UNICEF endorsement; (b) indirect action through advocacy with AME, which is expected to implement the system in municipalities in accordance with the new resources available under the Decentralization Law and those coming from the 20/20 initiative. The central Government has agreed to the latter and UNICEF will provide assistance for its implementation (see para. 24 below). In support of the expansion strategy, management training activities for authorities and technicians from municipalities will be designed and implemented through AME; UNICEF advocacy will aim to mobilize other financial resources to implement the system in other areas. The programme will also coordinate activities with those of United Nations agencies that operate at local level, based on a common situation assessment and the complementarity of the agencies' mandates.

14. The programme will support municipalities in organizing local coordination committees for adapting public policies for children, adolescents and women. The committees will be composed of representatives of basic service providers in the areas of health, education and water and sanitation. The main input from UNICEF will be training and technical support for planning of local development with the participation of communities, organizations and NGOs, as well as advocacy for orienting human and financial resources from counterparts. Municipalities will install and maintain local information systems designed with UNICEF support, to provide timely data for planning and monitoring.

15. Local basic services networks are the mainstay of the programme for delivering:

(a) A safe water and sanitation infrastructure. UNICEF will provide technical advice to municipalities and communities, based on previous experiences from the PROANDES and urban programmes, in addition to financial resources for some demonstration projects. Counterparts, mainly municipalities, will provide staff and funding for providing the services and communities will participate in planning, implementing and maintaining the services;

(b) Primary health services for children, adolescents and women through public health care centres and other non-governmental services integrated in the network. Provincial health offices will give priority to areas where the system will be set up. UNICEF will assure the quality of service delivery through supporting activities such as "baby-friendly" hospitals and the similar "health- friendly" areas (the latter will involve the extension of breast-feeding promotion and related activities to health centres that do not have deliveries). UNICEF will also promote community participation, mainly in health, family and child education. Communities will participate in diagnostic and planning processes as well as in periodic campaigns to prevent common diseases through inmunization and other measures;

(c) Day care centres for children under five years of age and family education programmes, which will be increased in quantity and strenghtened in quality. The National Institute for Children and the Family (*Instituto Nacional del Niño y la Familia (INNFA)*) and Operation Child Rescue (*Operación Rescate Infantil*) programmes will coordinate plans to increase the number of centres, and adopt already proven initiatives, giving

priority to project areas. UNICEF will train staff and provide prototype materials for family education through the "Improving my Family" (*Mejorando mi Familia*) programme. Communities will stimulate parents' participation and basic management of the resources allocated to day care centres;

(d) "Healthy schools", which will provide preschool education, reading skills, life skills and new methodologies. The Ministry of Education, through projects such as one for improving the quality of basic education in rural areas (*Proyecto de Mejoramiento de la Calidad de la Educación Básica*) and one for urban areas (*Educación Básica: Proyecto de Desarrollo, Eficiencia y Calidad*), will strengthen the role of school networks (*Centro Educativo Matriz (CEM)*) as a model for coordinating institutions at local level. UNICEF will support the implementation of the initiatives for quality in schools through "training of trainers" activities and monitoring and evaluation. The communities will participate in the CEM management committees;

(e) Special protection services, including for working children, pregnant adolescents and disabled children. Non-governmental institutions will be guided by national policies in their activities and the allocation of their resources on such subjects and will undertake activities with public institutions in the project areas. UNICEF will support NGO initatives towards horizontal cooperation and the strengthening of their managerial and technical capabilities.

16. Other programme activities will include:

(a) Mechanisms for enforcing rights. Municipalities and coordination committees will agree on establishing mechanisms for defending children's rights (*defensorias*) according to national rules and regulations, based on community participation. UNICEF will provide advocacy and technical assistance, including monitoring and evaluation;

(b) Juvenile justice that is accessible to the entire population. The National Court of Justice has committed itself to establish courts near the areas where the system will be established. NGOs will be in charge of information campaigns and support services for families and children and UNICEF will provide technical assistance and training to strengthen the capacities of the courts and the NGOs;

(c) Citizenship education. UNICEF will provide technical cooperation and training for implementing communication and education activities applying methodologies designed under the programme on participation (see paras. 25-27 below). Priority will be given to families, women, adolescents and community organizations in local participatory processes.

17. The process of building up the local systems will feed into actions for defining public policies at national level, and will test in the field the measures that will be adopted as a result. The area-based experiences will demonstrate locally the social, political and financial feasibility of building up the system in other municipalities all over the country. Support to selected municipalities and provincial offices and other institutions providing basic services is aimed at coordinating activities to ensure the effective exercise of rights by children, adolescents and women.

Public policies and rights

18. The programme on social policies and rights will create the basis for an integrated protection system that aims to reduce inequities in access to and quality of services and lead to the formulation of national social policies. The main strategy will be advocacy and technical support for legal, institutional and procedural reforms at national and local levels in order to: (a) increase and reorient public investment and resource allocation to enable children, adolescents and women to exercise their rights effectively; (b) institutionalize public consultation as a mechanism to formulate public policies; (c) adopt a gender framework for public policies and information systems; (d) formalise the system for integrated protection of children; (e) establish national and local information systems; and (f) establish alliances between government institutions, NGOs and community organizations.

19. During the preceding cooperation period, UNICEF led a strong movement of public institutions and NGOs which demanded from the National Assembly both the recognition of children's citizenship and the establishment of a public system for child protection as a constitutional right. UNICEF provided technical advice to the specialized commissions for reform of the Ecuadorean Constitution and supported a wide mass-media campaign for mobilizing public opinion. The National Assembly introduced and approved for the first time a specific section in the Constitution on child rights, encompassing citizenship for children and the creation of a system for integrated child protection, as well as a specific section guaranteeing women's rights.

20. The transition from the constitutional declaration to sustained practice is the core objective of the UNICEF programme in Ecuador. Expected legal and institutional

reforms arising from the new Constitution will strengthen these efforts. Similarly, advocacy, information, communication and technical advice will support the creation of a new institutional framework, the most fundamental element of which is the development of decentralized capacities to address children's problems.

21. The country programme's strategy is to support the organization and operational capacity of institutions dealing with the formulation of public policies, including the National Councils for Education and Health; the National Council for Minors; the Council for Planning and Developing of Indigenous and Black Population; the National Council for Women; the National Council for Disabled People; and CONADE. National consultations on health, ethnic diversity, women's rights and disabled children's policies will promote consensus on principles and measures to be taken. Support will be provided for high-level training events on public policy formulation, as will technical assistance for designing annual plans of action.

22. To promote legal changes, technical support will be given to the Parliamentary Commission for Children and the Family, which is responsible for preparing and presenting proposals for legal reform and new laws. Parliamentary commissions and political parties are committed to initiating the necessary legal reforms to complement the new Constitution, and laws are to be adapted to the two Conventions.

23. UNICEF will provide technical and financial assistance, as needed, as well as training to support national planning processes for increasing basic services coverage, and for improving quality in service delivery, mainly in the areas of health, early childhood and basic education, special protection for children and water and sanitation. That support will be given to the Ministries of Health, Education, Social Welfare, Urban Affairs and Housing and to INNFA.

24. To reorient the public budget towards basic social services and improve its effectiveness, UNICEF will support the Government in implementing its commitment to the 20/20 initiative. This will include support to the Ministry of Finance and Public Credit to enhance the institutional vision of human development and facilitate the allocation of public resources.

Enhancing participation to advance children's and women's rights

25. The programme for enhancing participation to advance children's and women's rights will support the national goals of constructing a democratic and peaceful society. The programme aims to promote education in citizenship and conscientious participation for effective application of the rights of children, adolescents and women. The principal means of achieving this will be to: (a) design educational methods to resolve conflict and for educational, cultural and gender equity rights as a basis of citizenship; (b) influence family and community attitudes and practices, especially regarding the role of men in child care, the construction of gender equity and the protection of the rights of women, adolescents and children; (c) promote wide communication to develop a culture of respect for these rights; (d) promote a multicultural view of democracy, communication and education; and (e) advocate with decision makers in order to awaken and increase the awareness of social responsibility with regard to the rights of children, adolescents and women.

26. Communication and education in citizenship will advocate changes in public policies at the national level. Periodic campaigns led by the Ministries of Education, Health and Social Welfare or by INNFA and NGO networks will receive financial and technical support. The system for integrated child protection aims at the progressive empowerment of communities through education and communication to develop citizenship, conceived in turn as a process of acquiring awareness of rights and responsibilities. Education in citizenship starts in the family and systematically moves out to schools, for which the programme will support the Ministry of Education and Culture.

27. The programme will support social sector ministries and institutions in providing non-formal and adult educational opportunities to parents and communities in every local centre that delivers basic services. Mass media will help to generate new attitudes, practices and awareness of rights. Partnerships with the National Association of Television Channels will be continued and expanded.

Partnerships

28. Alliances with NGOs and grass-roots organizations will be strengthened. Inter-agency coordination will continue to support actions in the health sector (with the Pan American Health Organization/World Health Organization, the United Nations Population Fund, Belgian and Dutch cooperation and the United States Agency for International Development), in the education sector (with the United Nations Educational, Scientific and Cultural Organization, German cooperation, the Inter-American Development Bank and the World Bank) and in

programmes for sustainable development (with the United Nations Development Programme and other United Nations agencies). Within the United Nations Development Assistance Framework, the United Nations agencies operating in Ecuador have agreed on programme priorities and geographic and population priorities for action, which include UNICEF priorities and provide a framework for cooperation. The proposed country programme strategy is in accord with these priorities.

Programme management

29. The main counterpart for the proposed country programme is CONADE, in coordination with the Technical Secretariat for the Social Front, which is expected to see its functions change drastically as a result of recent constitutional reforms and restructuring. It will help to identify principal counterparts and associated institutions. At the local level, municipalities will be the main counterpart for the programme.

30. The programme will be managed according to the principles of the Management Excellence Programme. Each individual programme of the master plan of operations will have its own management structure which will take into account its intersectoral character and a team approach.

31. The programme of cooperation will be evaluated during the mid-term review in 2001. A final evaluation will take place 2003. Bilateral and multilateral aid organizations will be invited to take part in these evaluations, as will NGOs. Yearly evaluations will also include the participation of CONADE and the programme's main counterparts.

TABLE

LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : ECUADOR
PROGRAMME : 1999-2003

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET				POSTS a/										STAFF COSTS b/		
	GR	FSF	NSF	TOTAL	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP	GS	TOTAL	IP	LOCAL	TOTAL
GENERAL RESOURCES :																	
LOCAL SYSTEMS FOR CHILD PROTECTION	625,000			625,000	0	0	0	0	0	0	0	0	0	0	0	0	0
PUBLIC POLICIES AND RIGHTS	1,177,500			1,177,500	0	0	0	0	0	0	0	0	0	0	0	0	0
SOCIAL PARTICIPATION	758,300			758,300	0	0	0	0	0	0	0	0	0	0	0	0	0
CROSS-SECTORAL	1,238,200			1,238,200	0	0	0	0	0	0	0	2	5	7	0	1,114,269	1,114,269
TOTAL GR	3,799,000			3,799,000	0	0	0	0	0	0	0	2	5	7	0	1,114,269	1,114,269
SUPPLEMENTARY FUNDING : c/																	
CHILDREN IN ESPECIALLY DIFFICULT C		243,128	0	243,128	0	0	0	0	0	0	0	0	0	0	0	0	0
WOMEN-CENTRED PROGRAMME		505,315	0	505,315	0	0	0	0	0	0	0	0	0	0	104,731	45,704	150,435
MICRONUTRIENT DEFFICIENCIES		0	900,000	900,000	0	0	0	0	0	0	0	0	0	0	275,987	97,487	373,474
AMAZON AREA-BASED		0	1,650,000	1,650,000	0	0	0	0	0	0	0	0	0	0	0	176,401	176,401
INTEGRATED AREA-BASED		0	4,762,000	4,762,000	0	0	0	0	0	0	0	0	0	0	458,704	100,200	558,904
LOCAL SYSTEMS FOR CHILD PROTECTION		0	12,000,000	12,000,000	0	0	0	0	1	0	1	2	9	12	586,224	1,346,385	1,932,609
PUBLIC POLICIES AND RIGHTS		0	1,500,000	1,500,000	0	0	0	0	0	0	0	1	0	1	0	336,570	336,570
SOCIAL PARTICIPATION		0	1,000,000	1,000,000	0	0	0	0	0	0	0	1	0	1	0	336,570	336,570
TOTAL SF		748,443	21,812,000	22,560,443	0	0	0	0	1	0	1	4	9	14	1,425,646	2,439,317	3,864,963
TOTAL GR & SF	3,799,000	748,443	21,812,000	26,359,443	0	0	0	0	1	0	1	6	14	21	1,425,646	3,553,586	4,979,232
SUPPORT BUDGET			Operating costs	979,453													
			Staffing		0	0	1	1	0	0	2	2	6	10	1,549,040	1,446,356	2,995,396
GRAND TOTAL (GR + SF + SB)					0	0	1	1	1	0	3	8	20	31	2,974,686	4,999,942	7,974,628
Number of posts and staff costs:																	
Current programme cycle											4	8	20	32			
At the end of proposed programme cycle (indicative only)											3	8	20	31	2,974,686	4,999,942	7,974,628

GR = general resources.
SF = supplementary funding.
FSF = funded supplementary funding.
NSF = new supplementary funding.
IP = International Professional.
NP = National Professional.
GS = General Service.
SB = support budget.

a/ Each post, regardless of its funding source, supports the country programme as a whole.
b/ Excludes temporary assistance and overtime.
c/ The supplementary-funded, subregional Amazon, integrated area-based (PROANDES), and micronutrient deficiencies programmes were previously approved by the Executive Board. The supplementary-funded programme for children in especially difficult circumstances and the women-centred programme are part of the 1994-1998 country programme.

E/ICEF/1998/P/L.15/Add.1